

## **University District Zoning and Planning Regulatory Review Process Summary as of 12/8/08**

**Background** In Fall 2008, the University District Zoning and Planning Regulatory Review (ZPRR) process was initiated, under the umbrella of the University Alliance. The Alliance is a partnership among neighborhoods, institutions, and other stakeholders around the University of Minnesota's Minneapolis campus that was formed in order to "facilitate, initiate, or manage projects with the University, City, or other public or private entities that are intended to maintain the district as a viable place to study, research and live."

**Purpose** The purpose of ZPRR is to address land use and development concerns facing neighborhoods in the University District area, including the neighborhoods of Cedar Riverside, Marcy Holmes, Prospect Park, Southeast Como, and University. Issues include parking, occupancy, design standards, zoning, inspections, and public involvement in the development review process. The intent is to build upon existing regulations, initiatives, and plans to create a coordinated response to these issues. The focus is on what the City could do to improve its regulatory processes, but includes recommendations for others.

**Status** Since the inception of this process, a representative task force has been meeting to analyze issues and develop potential recommendations. A draft report of recommendations has been developed, and is now available for public review. At this stage, recommendations are preliminary, pending further input and validation from the larger community.

**Your input** The next step is to solicit broader review and input of the draft recommendations, to establish priorities and determine where more information and detail is needed. The draft report and a supporting presentation are available for review, both at meetings (to be scheduled) and online at:  
[http://www.ci.minneapolis.mn.us/cped/University\\_District\\_ZPRR\\_public.asp](http://www.ci.minneapolis.mn.us/cped/University_District_ZPRR_public.asp)

Though all input is welcome, it would be helpful to the process to get input on the following questions:

1. Do the identified issues and recommendations address the concerns you see in the District? If not, what needs to be added?
2. What recommendations do you think are the top priorities for implementation? Which ones are not priorities?
3. What partners and resources should be tapped for implementation?

**Contacts** Joe Bernard, City of Minneapolis Planning  
[Joseph.bernard@ci.minneapolis.mn.us](mailto:Joseph.bernard@ci.minneapolis.mn.us) 612-673-2422

Haila Maze, City of Minneapolis Planning  
[Haila.maze@ci.minneapolis.mn.us](mailto:Haila.maze@ci.minneapolis.mn.us) 612-673-2098

# University District Zoning and Planning Regulatory Review

Project Overview and Summary  
For Winter 2008 Public Meetings

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# Background

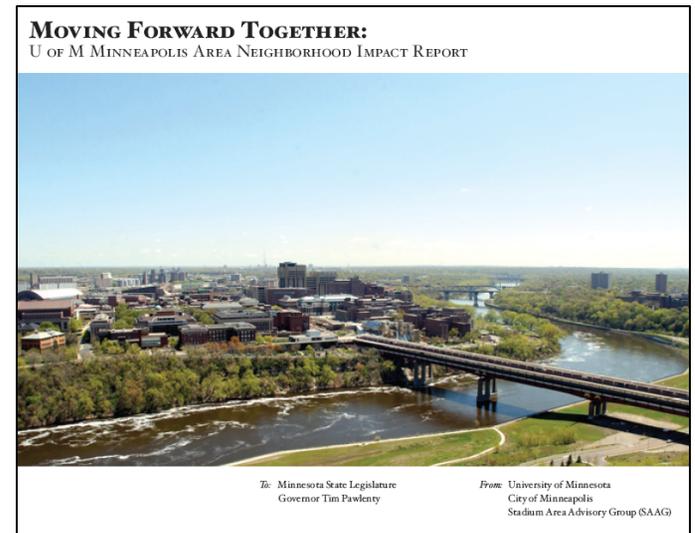
University Impact Report required as part of state approval of funding for Gopher Stadium

Identified and addressed concerns about University's impact on neighborhoods, including:

- Pressures on housing market
- Growing imbalance on neighborhood demographics
- Parking and transportation issues

Recommended formation of Alliance to address issues on an ongoing basis

City participated in process, and committed to partnering with Alliance to make positive changes



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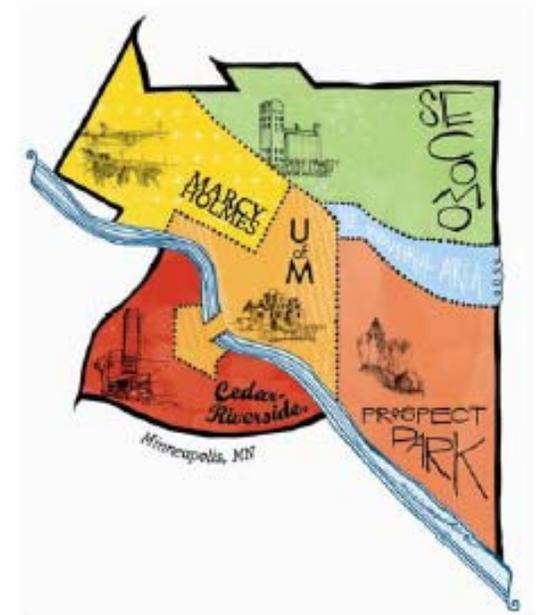
# What is the District Alliance?

## Five neighborhoods around the University of Minnesota Minneapolis Campus

Cedar Riverside/West Bank  
Marcy Holmes  
Prospect Park  
Southeast Como  
University

## Other stakeholders including

Residents and students  
Business associations  
City of Minneapolis  
University of Minnesota  
Property owners and developers  
Others



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# What is ZPRR?

Zoning and Planning Regulatory Review task force

Formed to examine how City can improve its regulations and procedures to address identified problems in University District neighborhoods

Task force has been meeting regularly since August 2008

Systematically identifying problems in the neighborhoods, particularly related to development and design issues

Compiling and assessing possible strategies to addressing issues

Focus on what *City* can do, but not exclusively



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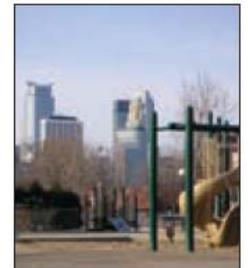
# What are goals of ZPRR process?

Build on the extensive work and discussion that has been done to date on these topics

Develop and prioritize concrete, actionable steps to address problems which have general support/consensus

Translate these steps into City actions which are compatible with City's legal abilities to enforce

Recognize there is no "magic bullet" solution and to be aware of unintended consequences



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# Major Factors in District

Unusually strong market demand,  
particularly for student rental housing –  
latent demand for other types?

Major investments strengthen already  
strategic location

*Central Corridor LRT with 4 stations*

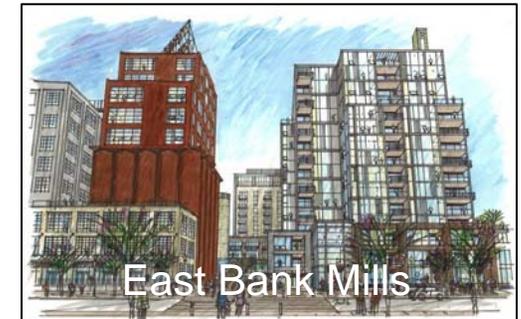
*East Gateway and SEMI research/industrial parks*

*Granary Road and other road extensions*

*Major University investments in buildings*

*Possible Missing Link trail and other bike paths*

Rapid change happening in well-established  
neighborhoods, and expected to continue



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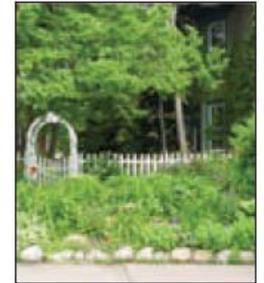
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# Major Issues to Address

Parking and Transportation



Enforcement



Design and Development Standards

Planning and Zoning Framework



Public Process

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# Parking and Transportation

Issue: lack of capacity to handle parking need generated by residents, students, commuters, visitors, etc.

## Potential solutions:

- Increase parking requirements for certain uses, particularly residential

- Better restrict and regulate on-street parking

- Provide better options for commuters that discourage single-car commuting

- Incentivize alternative modes, and require more accommodations for them

- Consider neighborhood impacts of special events parking



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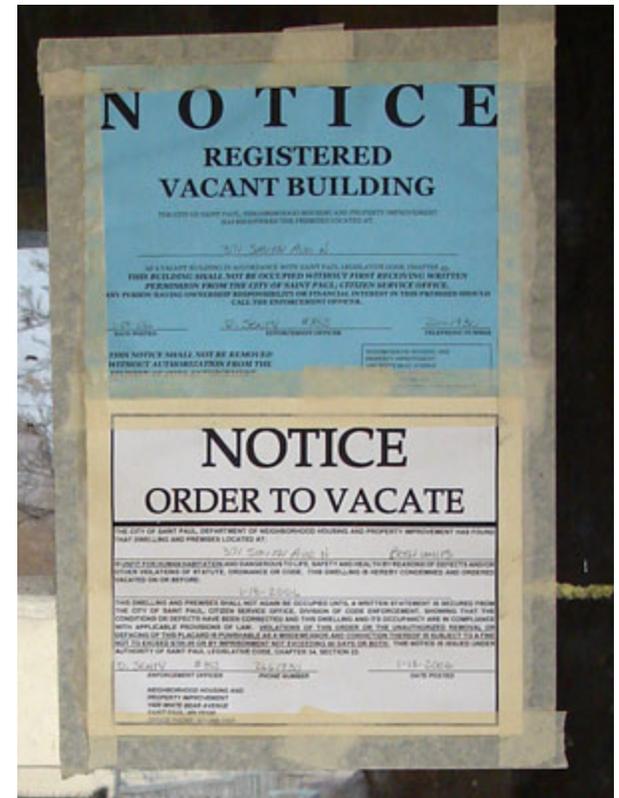
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# Enforcement

Issue: Need enforcement of regulatory standards to address poor property management, discourage illegal occupancy, and promote good maintenance of sites

## Potential solutions:

- Increase enforcement of existing regulations
- Revisit and strengthen enforcement requirements and fees/fines
- Require additional disclosure of information from landlords and tenants
- Register and/or track landlords
- Coordinate closely with enforcement of criminal violations
- Address targeted property types, like relative homesteads



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# Design and Development Standards

Issue: Current development trends, while better than in the past, don't always create desirable projects or protect neighborhood character

## Potential solutions:

- Consider higher standards for building construction

- Make administrative review approval process more stringent

- Address certain building types – such as tri- and 4-plexes – directly

- Create incentives to ensure that student housing is well-managed

- Discourage tear-downs by creating incentives to reuse existing homes



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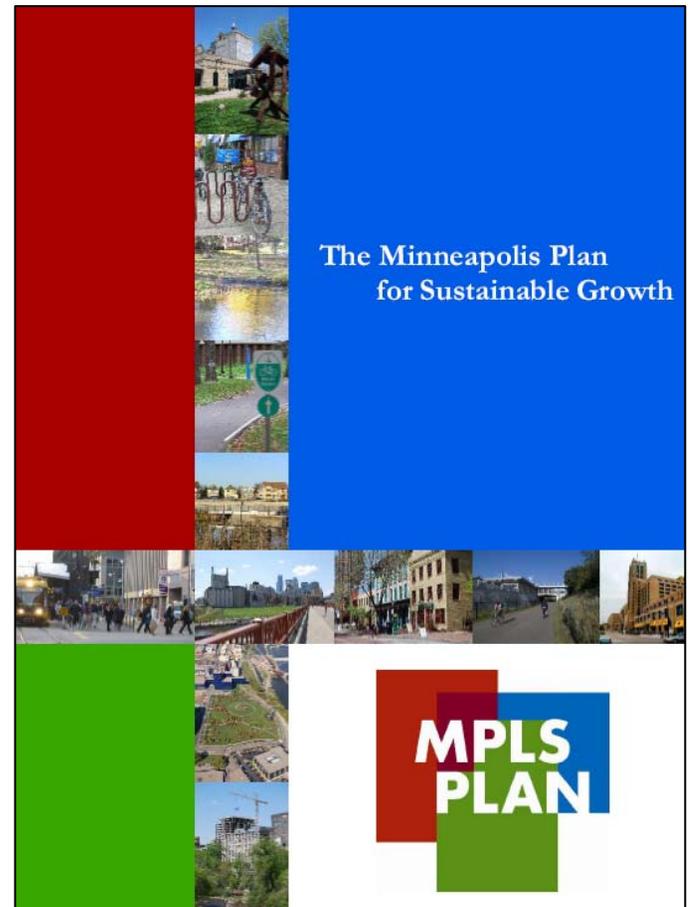
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# Planning and Zoning Framework

Issue: Neighborhood plans do not cover full area and were not developed as part of consistent vision; similar concern for zoning

## Potential solutions:

- Support District-level planning to provide more unified guidance
- Examine base zoning in District to determine where it needs to be revised



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# Public Process

Issue: Desire for more consistent and productive discussions between neighborhoods, developers, students, and other key players

## Potential solutions:

- Better incorporating public notification and involvement in administrative review process for development
- Outreach to improve student-community relations and accountability
- Improved communication with landlords and developers regarding community expectations and standards for development and management
- Support role of District as reviewer of larger projects



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# Questions for Today

Do the identified issues and recommendations address the concerns you see in the District? If not, what needs to be added?

What recommendations do you think are the top priorities for implementation? Which ones are not priorities?

What partners and resources should be tapped for the implementation of this plan?



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# Thanks!

Haila Maze

[Haila.maze@ci.minneapolis.mn.us](mailto:Haila.maze@ci.minneapolis.mn.us)

612-673-2098

Joe Bernard

[Joseph.bernard@ci.minneapolis.mn.us](mailto:Joseph.bernard@ci.minneapolis.mn.us)

612-673-2422



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## **University District Zoning and Planning Regulatory Review Summary Report – 12/1/08 Draft**

### **Overview**

Living near a major university is a unique experience. There are both positives and negatives for nearby neighborhoods – ranging from excellent cultural amenities and diverse, well-educated residents to poorly maintained properties and traffic-clogged streets. The neighborhoods around the University of Minnesota in Minneapolis deal with both ends of the spectrum. While unique within the City, these issues are echoed at hundreds of campuses nationwide. Those living in the neighborhood have long investigated ways to mitigate the negative impacts of their location, while celebrating and building on the area's strengths. While much has been done, there remains more to do.

This report represents the latest effort, undertaken as part of cooperative effort between a wide range of University-area stakeholders. In Fall 2008, the University District Zoning and Planning Regulatory Review (ZPRR) process was initiated, under the umbrella of the University Alliance (more information on this provided below). The purpose of ZPRR was to address land use and development concerns facing neighborhoods in the University District area, including the neighborhoods of Cedar Riverside, Marcy Holmes, Prospect Park, Southeast Como, and University. This was developed as a follow-up to the University of Minnesota Minneapolis Area Neighborhood Impact Report, and to various neighborhood-initiated discussions – both of which identified a range of concerns regarding how zoning and planning issues are handled by the City in the University District area, and how they could be improved.

The intended scope of ZPRR was to address issues included parking, occupancy, design standards, zoning, inspections, and public involvement in the development review process. The intent was not to start from scratch, but to build upon existing initiatives and plans to create a coordinated response to this group of related issues. The focus was on what the City could do to improve its regulatory processes, but recommendations which supported these (but were implemented by others) were included too.

This planning process had four main components:

- Reviewing and compiling information on neighborhood issues related to land use and development impacts in the University District, including review of recent studies and meetings and conversations with key neighborhood stakeholders.
- Identifying priority planning and zoning issues facing the District area, particularly those which would benefit from City intervention. Not all may be feasible within project scope.

- Developing an implementation plan for addressing each priority issue, which may include coordination with other ongoing enforcement or regulatory efforts within and outside City government.
- Initiating implementation of plan, and regularly tracking progress towards goals

The report below provides information on the background and context for ZPRR, as well as recommended actions to address identified planning and zoning issues. At this stage, recommendations are preliminary, pending further input and validation from the larger community.

### Policy Framework

#### *Impact Report*

The initiation of this planning process is largely based on the findings of the University of Minnesota Minneapolis Area Neighborhood Impact Report. The impact report itself was a required condition of legislative approval of funding for the new University of Minnesota Gopher football stadium. In the words of the financing bill, there was a directive “to assess and prepare a report of the impact of the university on the surrounding community and the relationship of the community to the university.”

The impact report developed the following vision for the University community: “The communities adjacent to campus will be vital, safe, and attractive places where current and future residents will want to invest their time, talents, and resources for the long term. Together, the campus and neighboring communities will be an environment rich in culture, creativity, community, and human capital and will be a premier asset to the cities and the region of which they are a part. The University, the City of Minneapolis, and the community organizations will have a partnership to achieve and maintain this vision.

In addition to identifying a range of assets of the area, the impact report spelled out a range of concerns facing the area, including pressures on the housing market, a growing imbalance in neighborhood demographics, and transportation/traffic/parking issues. It also noted the interdependent relationship of the neighborhoods and the University, and the need for coordinated and cooperative action.

Recommendations from the plan included:

- Continue the City and University initiatives already underway.
- Initiate organizational steps to create a new alliance that brings together the University, the City, and the neighborhoods and empowers them to act collaboratively.
- Take immediate action on first priority initiatives needed to reverse the neighborhood decline.
- Identify sustained funding for alliance activities, including development and implementation of a long-term plan

The ZPRR process falls primarily under the “first priority initiatives” – that is, work needing to be done that does not require the context of a larger planning process, as issues have already been clearly identified through work that is already complete. The chart below lists some relevant specific recommendations from the impact report which relate to the purpose of ZPRR, and some actions completed to date.

**Table \_\_\_: Selected Recommendations for ZPRR from Impact Report**

| <b>Recommendation</b>  | <b>Implications for this process</b>   |
|--|--|
| Launch initiative to inspect rental and boarding and lodging facilities in District  | Inspection sweep completed in 2007-2008. Review results from sweep, use information to direct future actions   |
| Accelerate initiative to address serious noncompliance with health and safety codes  | Ongoing inspections and enforcement work, addressed in more detail in ZPRR.  |
| Develop long term approach to improving condition of rental housing, increasing compliance and maintaining homeownership opportunities   | Researching best practices, both local and at other campuses, to develop solutions that can be implemented; recommendations identified through ZPRR. |
| Raise quality of infill housing and raise standards when necessary; review zoning, housing and site review standards in the district, related to pattern of high density, low quality infill housing | Review of city standards and processes to identify ways to improve quality of new development through ZPRR.  |
| Investigate and develop best practices to address safety and crime issues  | Ongoing public safety issues and initiatives will be reviewed and implications and direction for planning/zoning will be identified                  |

*Citywide Comprehensive Plan*

While the development of the impact report was underway, the City was working on an update to its comprehensive plan. While most policies in the plan apply to the entire city rather than any specific place, the designated land use features do identify key areas within the District.

The purpose of these land use features is primarily to direct growth and development in desired and appropriate locations. The comprehensive plan in general provides a vision for growing the city in a sustainable way, so that the city’s social, economic, and environmental resources and networks are strengthened. The identified land use features in the University District include:

- Growth centers – These are identified in the plan as major concentrations of jobs and economic activity, along with supporting services and housing. The University of Minnesota and adjacent areas are identified as a growth center, second in size and importance only to Downtown.

- Activity centers – These are identified as lively places, appropriate for higher densities of most uses, including residential and commercial, including those with day-to-night levels of activity. The Stadium Village, Dinkytown, and Cedar Avenue commercial/mixed use areas are identified as activity centers. The District borders on a fourth, the East Hennepin area which extends into Marcy Holmes.
- Transit station areas – These are defined as fixed route (i.e. light rail) stations located within the city. In addition to other layers of policy, this designation indicates strong support for higher densities and transit-supportive development. The Hiawatha Cedar-Riverside station area is an existing designated one, and the four future Central Corridor stations in the District will be included as well.
- Commercial corridors – These are identified as appropriate for higher densities of primarily commercial mixed use development, including destination commercial areas. Cedar Ave, Riverside Ave, and portions of University Ave are all designated commercial corridors.
- Community corridors – These are identified as connecting links in the road network, and places where, depend on context, moderate to high density residential uses may be appropriate. Como Ave, 4<sup>th</sup> Ave, and portions of University Ave are identified as community corridors.
- Industrial employment districts – These areas are preserved for future industrial use, as opposed to allowing them to transition to other uses. Policy guidance supports in particular industrial development with higher wage, higher density jobs. SEMI is a designated industrial employment district.

As the above summary suggests, the comprehensive plan provides direction for a significant amount of density and growth, and presents the expectation that development and change will continue to impact the University District neighborhoods. However, it also suggests that such development should be focused and directed so that it is a positive contribution to the health and vitality of the community.

### *Neighborhood Plans*

There are a number of sometimes overlapping plans developed at the neighborhood level within the University District, which also provide significant policy direction. These include the following:

- *Marcy Holmes Master Plan:* This plan for the Marcy Holmes neighborhood outlines a plan for preserving the neighborhood core and historic resources, while encouraging good quality higher density development in designated areas. This plan also encourages reinvestment in key areas, commercial vitality, support for public parks and open space, and improvements to transportation.

- *Cedar Riverside Small Area Plan*: This plan for the Cedar Riverside neighborhood emphasizes building and strengthening connections in the neighborhood – though the transportation network, commercial districts, and between the major institutions and the adjacent community. The plan focused on support commercial revitalization, building on arts and culture strengths, and facing the assets and challenges of a vital, diverse population.
- *University Avenue SE & 29th Avenue SE Development Objectives and Design Guidelines* – These two companion documents provide guidance for inspiring and shaping new development that is also compatible with its surrounding context. The guidance is for the portion of the Prospect Park neighborhood near the planned LRT station at University and 29<sup>th</sup>, and intends to promote high quality transit supportive redevelopment in this area.
- *SEMI Master Plan* – This plan provides guidance for the redevelopment of the South East Minneapolis Industrial (SEMI) Area. The plan’s guidance ranges from intensive industrial redevelopment of the northern and central portions of the study area, to transitional mixed use development on the southern side closer to the University. Implementation focuses on needed road and wastewater infrastructure investments.
- *University Master Plan* – The last University Master Plan was completed in 1996, but an update is now well underway. The plan will provide direction for the future growth and development of the campus. When more information is available, it will be incorporated here.
- *NRP plans for neighborhoods* – Action plans funded through the Neighborhood Revitalization Program (NRP) gave neighborhoods a chance to prioritize and fund key neighborhood initiatives reflecting their identified goals and values. Topics addressed in these plans include: environment, housing, business development, transportation, human and community services, parks and public realm, community building, social and cultural resources, safety and livability, and education and schools.

Reviewing these neighborhood plans shows consistent concerns which are being addressed through the ZPRR process.

#### *University Alliance*

The ZPRR planning process was initiated as part of the larger ongoing University Alliance work. The Alliance was established through the impact report as a district-wide collaborative effort to implement the report’s recommendations. The direct charge via the legislature was to facilitate, initiate, or manage projects with the University, City, or other public or private entities that are intended to maintain the district as a viable place to study, research and live.” Ongoing Alliance activities include:

- Formalizing the alliance to plan and implement actions in the University District
- Follow-up on early initiatives
- Housing inspections and enforcement
- U student education on housing
- Preparing to present a progress report to the legislature in January 2009
- Plan and implement a demonstration project
- Developing a comprehensive vision statement
- Identifying partners and resources

The ZPRR planning process moves for on early initiatives – that is, work on identifying and addressing planning and zoning issues that are already known to be concerns. To maximize effectiveness and coordination, ZPRR shares some background work and visioning with other Alliance activities, as well as drawing on the Alliance’s representatives for assistance in the planning process.

### **Context and Trends**

One of the major motivators for the ZPRR planning process is some of the unique challenges and opportunities facing the University District, in comparison with other areas of the city and region. Some of the key trends are identified below, along with some of their implications.

#### *Growth*

According to city projections, the University District is projected to grow at a rate higher than the rest of the city from 2000-2030, in both population and jobs. The population is projected to increase by over 8,000 residents, or over 25%, during this period. This does not account for any growth in the “group quarters” population, which would include students living in dormitories and other shared living arrangements.

While this number may not sound overwhelming, it is very significant considering the District’s location in a central city, where many neighborhoods have seen decades of population decline – due largely to ever-shrinking household sizes and out-migration from the city. Due to changing demographics – as well as the aforementioned shrinking households – this growth will require new housing, particularly housing that is denser than some existing areas. According to projections, over 3,700 new housing units will be needed to house this increased population.

Employment is also projected to grow by over 6,300 jobs, or 14%, between 2000 and 2030. This is likely to occur in several areas, including the redeveloped SEMI industrial park, the University itself, and some neighborhood commercial areas.

#### *The Market*

The projections above were not developed in a vacuum. They reflect, in large part, the distinctive market conditions of this area. While it was not surprising to see substantial

interest in new development within the District during past housing boom years, sustained interest in more recent down market times shows that there are unique forces at work here. This is manifested in several ways, listed below:

- *Sustained value of residential properties.* While many areas have seen large drops in housing value recently, the District is not one of them. Data from the Minneapolis Area Association of Realtors shows that the average sales price of single family homes in the District increased through 2007, while most of the city's and region's sub-markets fell. On the positive side, this strengthens the equity position of existing residents and helps prevent both foreclosures and the presence of vacant or boarded houses (which occur at a much lower rate than they do citywide). On the negative side, it makes properties more attractive to be used as revenue-generating rentals rather than sold as owner-occupied single family units – and for properties needing substantial renovation, it incentivizes replacing them with new construction.
- *Ongoing trend for students to live near campus.* Supported by University policy and investment, there is a continued strong interest in students living closer to campus. While the student body is not growing significantly, an increasing percentage is looking for housing closer to campus. Reasons may range from an interest in reducing commuting to school to a desire to participate more directly in the collegiate environment around campus. This raises concerns from other residents of the neighborhood, who are worried about problems often associated with student housing, and the resulting impacts on neighborhood character.
- *Strong rental housing market.* The residential rental vacancy rates in the University District currently hover around 1% – a fraction of the 4% regional rate – as well as continually increasing rents. This continues to attract developers of new projects, particularly in a market where there are many fewer profitable sub-markets in which to build. This continual market pressure means that dealing with the issues in ZPRR has a level of urgency – particularly relating to the preservation of existing homes that might be torn down for new development. Profit motives have encouraged developers to construct buildings that maximize profit while at times minimizing the amount of approvals and community process needed – sometimes against neighborhood wishes.
- *Rapid changes to community character.* The trends working together have caused relatively rapid changes to the surrounding neighborhoods, including shifts in the balance of homeownership to rental, and increased pressures to build newer and higher density development. These pressures were largely the motivator for the development moratorium on 1-4 unit building which was passed in August 2008, in coordination with the ZPRR study. One major objective of ZPRR is to provide the analysis and recommendations needed to address the concerns that precipitated this moratorium prior to its expiration one year from adoption.

#### *Major Projects and Investments*

In addition to private sector market forces, the University District is also seeing major public sector projects which are impacting the area – in turn providing unique challenges and opportunities. These include:

- *Central Corridor light rail transit (LRT).* The construction of the Central Corridor LRT through the University District, projected to begin in 2010, will have a substantial impact on the area. This will provide a direct connection to both Minneapolis and St Paul downtown at four centrally located stations. This will further increase the attractiveness of this as a central location for development and density – not only related to the University but also the larger regional market. The stations themselves and related reconstruction work also provides an opportunity to create new places and streetscapes that will enhance the image and function of the District along the LRT corridor. Potential mitigation projects related to Central Corridor, such as the proposed extension of East River Road, will further impact the area.
- *SEMI redevelopment.* The construction of the first phase of Granary Road – the new road key to opening up the development potential of underutilized portions of SEMI – is funded and will be underway by 2010. This will include linkages to nearby streets and improved stormwater facilities. Private sector development interest to date suggests this will certainly spur new industrial projects. It will also provide the District with a parallel east-west route to the heavily used 4<sup>th</sup>/University pair.
- *Grand Rounds missing link project.* The Minneapolis Park and Recreation Board (MPRB) has long desired to complete its citywide Grand Rounds system by adding a link through northeast and southeast Minneapolis. A plan for this “missing link” was completed in 2008, and the MPRB is looking for ways to fund the proposed route – which would run north-south through the District and create both a new transportation corridor and a community amenity.
- *University’s biomedical research and east gateway plans.* The University is looking to build an extension of their campus around the site of the new Gopher football stadium (itself a major investment). This would create new jobs and investment in research – and could create synergy with the adjacent planned private sector development in SEMI. The University is also looking to invest in a large new ambulatory care clinic to the east of the main campus.
- *Planned bikeways and trails.* In addition to a relatively strong existing system, there are a number of bikeways and trails planned and funded for construction in the University District area. These include major facilities such as the extension of the University of Minnesota trail and a new trail along Granary Road, as well as linkages along Riverside Ave, Como Ave, 10<sup>th</sup> Ave, 27<sup>th</sup> Ave, and others.

These investments only emphasize the importance of this area and the potential for further growth and development. The combination of unique conditions and rapid change make for an environment that is challenging to regulate. But the active involvement at the neighborhood and Alliance levels of residents and other key stakeholders shows a strong interest in addressing these issues.

### **Issue Areas**

Throughout the multiple planning processes and discussions that have occurred in the District, some common themes have emerged in the concerns expressed. The purpose of ZPRR, as stated above, is to distill this information and to present potential solutions to address these concerns when feasible. The section below covers the major topic headings identified along with recommended solutions. At the time of this writing, there are still a number of unresolved issues regarding both (1) consensus on top priorities for implementation, and (2) specifics as to how many recommendations will actually be implemented. The aim of the remaining planning process is to help reach agreement and clarity on these points.

#### *Parking and Transportation*

Parking concerns are nothing new to the University area, and are common throughout campus areas nationwide. High demand for parking in the University District area reflects combined parking demands from residents, students, visitors, business patrons, commuters, and employees. Many uses – including residential, commercial, and institutional – are not able to accommodate all parking demand on site, leading to spillover effects in surrounding areas. Even when nearby parking is available, many drivers will opt to park further away in order to secure reduced rate or free parking. Furthermore, pricing and regulation of parking varies widely throughout the District, leading to uneven enforcement and impacts.

On the regulatory side, concerns have been raised as to whether the City requires enough parking for new developments, particularly those with a high concentration of students who are likely to own cars. Businesses are concerned about having enough parking for their patrons, while residents are concerned about whether they will be able to park near their homes. Additionally, there is interest in finding ways to further create incentives for people to use alternative forms of travel rather than driving alone.

Addressing parking demands in the District requires the City to balance competing policy directions. The City has been working over the past year on amendments to its parking requirements, but they have generally supported reducing, rather than increasing, requirements. This process does acknowledge, however, that there are some unique factors at work in the District, and that there may be justification for creating different standards for this area of the city than for the rest.

The proposed recommendations are summarized in the table below. They cover five parking related sub-topics, including development parking requirements, on-street parking, commuter parking, promoting alternative modes, and special events parking.

**Table \_\_\_\_: Parking and Transportation Recommendations**

| <b>Neighborhood Issues and Strategies</b>   | <b>Factors to Consider</b>   |
|---|--|
| <p><b>Development Parking Requirements</b><br/>– Particularly for smaller scale residential buildings, parking requirements are not well-matched with demand, particularly in student housing</p> | <ul style="list-style-type: none"> <li>• A pending zoning text amendment reduces some parking requirements throughout city, though primarily commercial.</li> <li>• Policy direction for pedestrian oriented overlays and LRT stations, both located in this area, supports reduced parking requirements.</li> </ul>   |
| <p>Increase parking requirements for new and expanded residential developments, to bring them more in line with typical number of parking spaces needed</p>                                       | <ul style="list-style-type: none"> <li>• Possibly implement as part of overlay district</li> <li>• Currently 1 space per unit; what would be new threshold (e.g. 0.5 spaces per bedroom)</li> <li>• Which types of new development would this apply? (e.g. 3-4 unit buildings)</li> <li>• Implications for nonconforming uses?</li> <li>• Contrast with proposed reduction of requirements for commercial uses?</li> <li>• Other adjustments needed to avoid unattractive overly paved lots or oversized garages?</li> </ul> |
| <p><b>On-Street Parking</b> – On-street parking is in heavy demand by residents, businesses, commuters, and students; spillover from areas with restrictions on parking to “free” areas</p>       | <ul style="list-style-type: none"> <li>• Parking restrictions typically require significant levels of neighborhood assent/cooperation</li> <li>• Enforcing parking restrictions is often challenging and labor intensive</li> </ul>  |
| <p>Increase enforcement of regulations in critical parking areas, including illegal use of permits by ineligible vehicles</p>   | <ul style="list-style-type: none"> <li>• Who will staff increased enforcement efforts?</li> <li>• What is the best way to track use of critical parking passes?</li> <li>• Are there ways to modify the permitting/renewal process to make it easier to track violations?</li> </ul>   |
| <p>Pursue new critical parking areas in parts of the District which need them</p>   | <ul style="list-style-type: none"> <li>• How will these be identified?</li> <li>• Can the process be made easier than under current ordinance?</li> <li>• What are logical restrictions on non-permit parking (e.g. hours)?</li> <li>• Enforcement of other parking-related issues (e.g. parking on lawns)?</li> <li>• Do we need more data on demand for parking in the District?</li> </ul>  |
| <p>Restrict number of critical parking permits issued for certain types of developments</p>   | <ul style="list-style-type: none"> <li>• How will these be identified?</li> <li>• How will this be enforced consistently?</li> <li>• Should parking be limited to residents only in some</li> </ul>  |

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|   | areas?  |
| Address reduction of on-street parking in commercial areas, particularly related to the Central Corridor LRT project            | <ul style="list-style-type: none"> <li>• What are parking needs of businesses?</li> <li>• What is best way to accommodate those needs?</li> </ul>   |
| <b>Commuter Parking</b> – Need comprehensive look at how commuter parking is being managed and accommodated                     | <ul style="list-style-type: none"> <li>• Requires coordination between City and major employers, particularly U of M</li> <li>• Innovative strategies possibly can mitigate impacts of traffic</li> </ul>   |
| Identify and encourage the use of remote park and ride lots for commuters   | <ul style="list-style-type: none"> <li>• How will lots be identified/funded?</li> <li>• How will use of these be incentivized to make them attractive option?</li> <li>• Can this be part of Metro Transit system, or U shuttle?</li> </ul>   |
| Encourage carpooling and vanpooling in District area for commuters  | <ul style="list-style-type: none"> <li>• How can this be incentivized and promoted?</li> </ul>  |
| Identify and encourage use of remote long-term parking lots for occasional users living near campus                             | <ul style="list-style-type: none"> <li>• How will lots be identified/funded?</li> <li>• How will use of these be incentivized to make them attractive option?</li> <li>• Can this be part of Metro Transit system, or U shuttle?</li> </ul>   |
| Investigate ways to make it easier to operate “pay per use” parking facilities (on or off street) for regular users             | <ul style="list-style-type: none"> <li>• Is this feasible?</li> <li>• What kind of technology (e.g. electronic passes) and/or pricing could be useful?</li> <li>• Where would be good pilot locations for new approaches?</li> </ul>  |
| <b>Alternative Modes</b> – Focus on “carrot” rather than “stick” to limit number of car commuters to District                   | <ul style="list-style-type: none"> <li>• Limits to how much this can be encouraged</li> <li>• Builds on many existing programs and facilities, including planned infrastructure</li> </ul>  |
| Increase requirements (or incentives) for accommodating bicycle facilities into new development – racks, lockers, showers, etc. | <ul style="list-style-type: none"> <li>• Which types of new development?</li> <li>• What types of facilities are preferred, and what is a reasonable standard?</li> </ul>   |
| Promote bicycling, walking, and transit as viable options in the District for transportation                                    | <ul style="list-style-type: none"> <li>• How, and to whom, will these be promoted?</li> <li>• Do new promotional materials need to be produced and circulated?</li> <li>• What are barriers to using these that need to be addressed?</li> <li>• Restrictions on freshmen driving?</li> </ul>                 |
| Encourage completion of high quality, well-connected network of bicycle, pedestrian, and transit facilities in District         | <ul style="list-style-type: none"> <li>• Are there major gaps in facilities that need to be addressed?</li> <li>• What facilities are most important?</li> <li>• Does there need to be more readily available information on these?</li> <li>• Should the concept of a free (or reduced) fare zone</li> </ul> |

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|  | be explored for transit riders in the District?   |
| Promote neighborhood-serving development in the area to make it more convenient to walk, bike, and ride transit to these destinations                                    | <ul style="list-style-type: none"> <li>• What uses are needed?</li> <li>• How can this be conveyed positively to potential developers and business owners?</li> </ul>   |
| Support car sharing programs both at the University and in the private sector (Zipcar, Hourcar, etc.)  | <ul style="list-style-type: none"> <li>• Are there age restrictions which might limit use by college students?</li> <li>• Where are the most appropriate places to house these vehicles?</li> <li>• Should this be incentivized in new developments?</li> </ul> |
| Continue to support availability of affordable bus passes for residents, students, and employees in the District   | <ul style="list-style-type: none"> <li>• How to encourage participation of more individuals and employers?</li> <li>• Ways to “orient” riders who are new to the Twin Cities transit system?</li> </ul>   |
| Ensure that parking for alternative vehicles (e.g. bicycles, motorcycles, scooters, possibly electric vehicles) is incorporated into new and improved parking facilities | <ul style="list-style-type: none"> <li>• How will this be implemented?</li> <li>• What types of facilities are most important?</li> </ul>   |
| <b>Special Events Parking</b> – Especially with new stadium, concern about how this will impact surrounding areas  | <ul style="list-style-type: none"> <li>• Requires coordination particularly with event planning at U of M</li> <li>• Ongoing committee work addresses on-campus impacts, off-campus less directly/specifically</li> </ul>                                       |
| Ensure that there is a consistent and reasonable approach to accommodating off-campus parking during special events  | <ul style="list-style-type: none"> <li>• Does tailgating need to be addressed directly?</li> <li>• Is there a need for increased enforcement?</li> <li>• How will this be coordinated with on-campus event parking efforts?</li> </ul>                          |

### *Enforcement*

Along with parking, enforcement of various standards generates some of the most extensive discussion in the District on the topic of land use and zoning related issues. This is logical, as it doesn’t make sense to implement new regulatory measures if those in place are not consistently enforced. Some of the major areas of concern related to enforcement include addressing property upkeep, over-occupancy, noise and community disturbance, parking, and some public safety issues.

The major challenge of enforcement relates to identifying resources to step up existing efforts in the District – particularly as the city has many areas competing for its attention. Housing-related enforcement is particularly a concern, as citywide increases in foreclosures and vacant/boarded properties (not major District concerns, relative to other areas) divert significant resources. Additionally, some regulations are very challenging to enforce: such as over-occupancy, which can easily be concealed, particularly since residents may be very reluctant to reveal or report violations.

The City has been at work in this area already. In 2007-2008, in the wake of the impact report, housing inspectors conducted a sweep in the District, which netted many citations for violations of city housing regulations. Inspections staff continues to work directly with the University Alliance on enforcement-related issues.

**Table \_\_\_\_: Enforcement Recommendations**

| <b>Neighborhood Issues and Strategies</b>   | <b>Factors to Consider</b>   |
|---|--|
| <b>Inspections and Enforcement</b> – Need enforcement of property and license standards to counteract poor property management, discourage illegal occupancy, and promote good maintenance of sites | <ul style="list-style-type: none"> <li>• May need to identify additional resources to increase enforcement activities, as this competes with other neighborhoods for funds/priority.</li> <li>• Possibility of special services district could provide needed funding to step up efforts.</li> </ul>   |
| Increase regulatory enforcement actions in District related to livability violations  | <ul style="list-style-type: none"> <li>• How will additional enforcement be funded to give this area priority over others in the city?</li> <li>• What areas/issues are of the most concern?</li> <li>• What is role of neighborhoods, residents in reporting violations?</li> </ul>   |
| Require disclosure of additional information for landlords regarding occupancy, maintenance, conduct, etc.  | <ul style="list-style-type: none"> <li>• When will this be collected?</li> <li>• How much of this can be effectively enforced?</li> </ul>  |
| Review existing and potential penalties for violations (e.g. rental license revocation, loss of nonconforming rights, fines, etc.)  | <ul style="list-style-type: none"> <li>• Are current penalties appropriate and effective as deterrents?</li> <li>• How should landlords and tenants be held accountable?</li> </ul>  |
| Register and/or track landlords – possibly through licensing program – to be able to enforce standards more effectively   | <ul style="list-style-type: none"> <li>• Exceptions for small-scale renters (e.g. own just one rental property, or live on the site as primary residence)?</li> <li>• Need to explore legal limitations on this approach</li> <li>• Potential unofficial process to just document who is responsible</li> <li>• Problem: landlord may have both good and bad properties</li> <li>• Could landlord performance be used as a criteria for approval of new projects?</li> </ul> |
| Educate landlords on the issue of over-occupancy, include making restrictions and penalties more explicit in permitting and rental licensing process  | <ul style="list-style-type: none"> <li>• Related issue of landlords who add bedrooms before requesting permits, licenses</li> <li>• Can this information also be relayed more effectively to tenants?</li> </ul>   |
| Improved enforcement in response criminal complaints (drugs, alcohol, noise, etc.)  | <ul style="list-style-type: none"> <li>• How will additional enforcement be funded to give this area priority over others in the city?</li> <li>• What areas/issues are of the most concern?</li> <li>• What is role of neighborhoods, residents in</li> </ul>   |

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|  | reporting violations?   |
| Relative homesteads – Ownership structure being used more like a rental property than as originally intended | <ul style="list-style-type: none"> <li>• Will changing this require some alterations to legal context?</li> <li>• Can the city single these out for enforcement?</li> </ul> |
| Prohibit outdoor upholstered furniture – unattractive feature on some properties in District                 | <ul style="list-style-type: none"> <li>• How can City ordinances be modified, and on what grounds?</li> <li>• How will this be enforced?</li> </ul>                         |

*Design and Development Standards*

As a result of the strong development interest in the District, there have been many new projects proposed and built in recent times. While some fit in well with the neighborhood character, some do not. One particular area of concern is those approved through the City’s administrative review process, which does not require a public hearing before any City board or commission for approval. These projects are typically smaller residential developments with 1-4 units. However, regulatory allowances for number of bedrooms per unit mean that even a small development can house quite a number of people – particularly in projects aimed at students.

Specific areas of concern include the demolition of the existing housing stock to make way for new development, the use of materials or construction techniques that are not attractive or lasting, structures that are out of scale with surrounding uses, and impacts from certain types of student housing which create a nuisance for the adjacent neighborhood (due to parking demand, noise, property maintenance, etc.).

The demolition issue sometimes impacts some of the many properties in the District with designated or potential historic value, which leads to at least additional review and documentation prior to the granting of a demolition permit. Others, however, while lacking significant historic interest by themselves, contribute to the overall character of the neighborhood in a way that cannot be replicated by newer development. The issue is further complicated by a lack of property maintenance, which can cause a property to deteriorate over the years, thus making renovation more expensive and furthering the case for demolition of what once may have been a notable asset to the community.

The City has been working on improving its administrative review process to address some of these concerns, also voiced in other areas of the city. Recent revisions to the development review standards create incentives for better design, more windows, higher quality materials, and other desirable factors. Projects approved under these new standards, while not necessarily perfect, show a number of improvements over those approved in past years before such standards were in place.

One challenge with design standards is that the City often cannot closely enforce highly specific or subjective design requirements – outside of the structure of something like a historic district. Furthermore, the City is not legally able to distinguish between regulations for student housing (the major type of concern) distinct from other housing types. While it is possible to distinguish between family and non-family households,

these is concern with unintended consequences from targeting non-family households with more restrictions – particularly in relation to extended immigrant households that may not meet a strict definition of family.

**Table \_\_\_\_: Design and Development Standards Recommendations**

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| <p><b>Design and Development</b> – Current development trends, while better than in the past, don’t always create desirable projects or protect neighborhood character</p>   | <ul style="list-style-type: none"> <li>• Strong force of market trends impacts what is built, and limits ability to preserve low densities</li> <li>• Need to balance community needs/preferences with property owner’s ability to use property</li> <li>• Questions about where density should be accommodated and how</li> </ul> |
| <p>Consider higher standards for building quality and construction</p>   | <ul style="list-style-type: none"> <li>• What would be specific standards (materials, architectural elements, etc?)</li> <li>• Need to determine what is enforceable under current building code</li> <li>• Would desired character/style vary by neighborhood?</li> </ul>   |
| <p>Make administrative review process more stringent by requiring more points for approval, possibly more points available</p>   | <ul style="list-style-type: none"> <li>• Need to be aware of 60/120 law for project approval, related constraints</li> <li>• Would this be an attempt to change citywide standards, or just for District?</li> <li>• What are most important criteria?</li> </ul>  |
| <p>Discourage construction of “mini dorm” style developments that create concentrations of unsupervised students, such as disincentives for 3-4 unit buildings with maximum occupancy in bedrooms, or incentives for housing that is more readily convertible to non-student housing</p> | <ul style="list-style-type: none"> <li>• What are unforeseen consequences of this direction? (e.g. disguising bedrooms, over occupancy, etc.)</li> <li>• What are other strategies for managing these properties?</li> </ul>   |
| <p>Create incentives for the construction and proper maintenance of well-managed and supervised student housing</p>  | <ul style="list-style-type: none"> <li>• Is it better to have students in large buildings with staff, or spread out in low density properties?</li> <li>• How can good management be incentivized, bad penalized?</li> </ul>   |
| <p>Consider use of conservation district or other tools to define community character and encourage development to comply with indentified character (somewhat like a historic district, but less restrictive)</p>   | <ul style="list-style-type: none"> <li>• Would need research, as this would be fairly new direction for the city</li> <li>• What areas of the District would be most appropriate? Unlikely to be a “one size fits all” approach.</li> </ul>  |
| <p>Discourage demolition of existing homes through regulations that incentivize remodeling and reusing these properties</p>  | <ul style="list-style-type: none"> <li>• How to discourage toll of deferred maintenance?</li> <li>• What sort of reuse would be acceptable for a single family house besides habitation by one family?</li> <li>• What regulatory tools would make it more</li> </ul>  |

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|  | attractive to remodel than to rebuild?  |
| Investigate strategies to limit number of unrelated individuals living together in certain areas (NOTE: research suggests there is no direct relationship between reducing occupancy and decreased disturbances) | <ul style="list-style-type: none"> <li>• Need to avoid unforeseen consequences for larger non-student households which might be caught, including large immigrant households</li> <li>• How to handle difficult legal issues of definition of family or functional family households?</li> <li>• Could this be addressed more effectively through other means?</li> </ul> |

*Planning and Zoning Framework*

As described above, the planning framework for the area consists of a collection of diverse plans, which have common themes but no unified vision for the District. Additionally, the zoning for this area represents the result of half a dozen rezoning studies over the past 30 years, many of which address issues still of concern for the area – but again, not coordinated closely with one another. Furthermore, there are gaps in the coverage of both of these, resulting in a lack of detailed policy guidance for some areas, including those facing significant change in the future.

It is not in the scope of the ZPRR planning process to create an overarching policy framework for the District. Fortunately, ZPRR will help to inform a larger Alliance effort that will do just that, at least for some common elements in the District. This larger visioning process is underway as of late 2008 and will be completed by mid-2009.

The ZPRR process will look into the issue of the potential need for rezoning in certain areas of the District. Due to the extensive rezoning work done in past years – including as a follow-up to adopted plans – it is anticipated that major, large-scale zoning changes are unneeded or unnecessary. Furthermore, discussion of concerns throughout this process suggests that many of the concerns expressed about development would be better addressed through different tools than changing the zoning of specific parcels.

**Table \_\_\_\_ : Planning and Zoning Framework Recommendations**

|  |   |
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| <b>Planning and Zoning Framework –</b><br>Need to ensure that underlying planning and zoning is supportive of District goals | <ul style="list-style-type: none"> <li>• Lack of coordinated plan for the District, though neighborhood plans do provide guidance</li> <li>• District’s history of rezoning studies reflects iterative process to address concerns</li> </ul>   |
| Rezone properties to better match desired development patterns, in line with neighborhood, district, and citywide objectives | <ul style="list-style-type: none"> <li>• What parcels need to be targeted?</li> <li>• What will be the criteria for rezoning?</li> <li>• How will this be reconciled with citywide and neighborhood policy guidance?</li> <li>• Would implementing an overlay zoning district help address concerns?</li> </ul> |
| Evaluate neighborhood, district, and citywide land use plans to determine context for decision making, and                   | <ul style="list-style-type: none"> <li>• What is the best approach to implementing this?</li> <li>• How consistent should policies be across the District?</li> </ul>   |

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| support planning efforts to fill in any policy “gaps” | <ul style="list-style-type: none"> <li>• How does this relate to District’s urban design plan (now underway)?</li> </ul> |
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*Public Process*

The extent that the public has a role in the development process, particularly in projects approved through administrative review, has been a significant concern throughout the process. While the Alliance does empower neighborhoods and other stakeholders to work together, there are still limits to which they can influence new projects. From the City’s perspective, there is the need to balance this desire with legal guarantees of private property rights to allow some development as of right.

While placing all development approvals on a public hearing cycle would almost certainly prove burdensome and unwieldy, there are a number of options for making the process more transparent and encouraging developers to meet with residents and other key stakeholders.

There is another angle to public involvement – connecting groups within the community to improve enforcement, build accountability, and even strength ties to the community good which would encourage participants to be better and more involved citizens. Targeted groups would include landlords, developers, property managers, and students.

Through the Alliance, the University is already supporting a pilot effort to reach out to students through representative students that live in the neighborhoods. Furthermore, the Alliance planning process is seeking input from all of these groups to strengthen into its plans and recommendations. While many of these efforts cannot be regulated by the City, they have the potential to have significant positive impacts.

**Table \_\_\_\_ : Public Process Recommendations**

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| <p><b>Public Process</b> – Desire for more consistent and productive discussions between neighborhoods, developers, students, and other key players</p> | <ul style="list-style-type: none"> <li>• Limits to amount of public input that can be accommodated in development review process</li> <li>• Challenges with maintaining consistent level of engagement from groups, especially ones that are dispersed and/or transitory</li> <li>• Question of how much is enough?</li> </ul> |
| <p>Incorporate public notification more directly into administrative review process by strengthening requirements</p>                                   | <ul style="list-style-type: none"> <li>• Could this be strengthened by adding admin review points for consultation?</li> <li>• What would be purpose of consultation and/or notification?</li> <li>• How can this be effectively synched with legal limits of review time?</li> </ul>  |
| <p>Improve outreach – through student, neighborhood, and U of M groups – to improve student-community relations</p>                                     | <ul style="list-style-type: none"> <li>• Who should take the lead on these initiatives?</li> <li>• What is the most important information to convey?</li> <li>• How can this be used in coordination with</li> </ul>   |

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|  | enforcement efforts?   |
| Improved communication with landlords and developers regarding community expectations and standards for development and management | <ul style="list-style-type: none"> <li>• What is the appropriate way to work with them, and who initiates?</li> <li>• Is there a way to make this more positive/cooperative, rather than strictly confrontational?</li> </ul>  |
| Support role of District as reviewer of larger projects (i.e. ones that go through public hearing process)                         | <ul style="list-style-type: none"> <li>• What is the appropriate role for the District, and what types of projects should be considered? <ul style="list-style-type: none"> <li>• What is the relationship between District and neighborhood level review and comments?</li> <li>• How should timing issues be addressed, especially when comments needed with fairly quick turnaround?</li> </ul> </li> </ul> |

### **Appendices/Supporting Documents**

The following documents will be included as part of a final version of this report. To keep down the file size, they are not included in this version, but are available on the project's website at

[http://www.ci.minneapolis.mn.us/cped/University\\_District\\_ZPRR\\_taskforce.asp](http://www.ci.minneapolis.mn.us/cped/University_District_ZPRR_taskforce.asp)

District maps:

- Existing land use
- Existing zoning
- Planned future land use
- New construction activity
- Demolition permits
- Rental licenses
- Vacant/boarded properties
- Foreclosed properties
- Historic resources
- Rezoning (40 acre) study areas
- Parking facilities
- Bicycle facilities – existing and planned
- Transit facilities – existing and planned

City regulations and guidance:

- Critical parking area regulations
- Parking standards amendment
- Development standards regulated by the City
- Administrative site plan review standards
- Recent development projects in the District
- Rental licensing standards

ZPRR process:

- List of stakeholders
- List of task force attendees
- Notes from task force and other meetings